

4. Expansion of county emergency response facilities at the current location.

- Accessory Lots and Fences – Approximately 250-300 vacant lots allowed to either be fenced or developed with accessory uses primarily on Tier II and Tier III lands.
- Roads – To include three-laning of U.S. Highway 1 only. The cross-island road was included in the PVA modeling effort as part of the total development impact. However, the road was subsequently withdrawn from consideration by the Board of County Commissioners (BOCC) based on planning issues identified through further study and public input. One-way access from the western area of Big Pine Key to the central business area (surrounding Key Deer Blvd.) may still be considered as well as improvements to other roadways as permitted in the HCP.

Analysis of Community Needs

Reconciliation of the Tier Map, Future Land Use Map (FLUM) and Land Use District Map
Land use within the planning area is already regulated pursuant to the Future Land Use Map (FLUM) of the Comprehensive Plan and the Land Use District Maps (a.k.a., zoning maps). The Master Plan horizon (most likely 2025) will now extend beyond the comprehensive plan horizon (2010) because it must correspond with the federal Incidental Take Permit (ITP). Therefore, any FLUM or Land Use District revisions required to implement the LCP or HCP should be included in this Master Plan. Revisions must still be consistent with the intent of the Comprehensive Plan. In addition to map revisions, the regulatory status and relationships of the FLUM, Land Use District Map and Tier System Map must be codified.

H-unit Budget

A total of 1.1 units of H may be developed over the twenty-year planning horizon, as long as the mitigation ratio of 3:1 mandated by the HCP is maintained. The community and planning staff have formulated a general development scenario that meets community needs and complies with the HCP. In order to ensure that the desired scenario can be followed, the plan must partition H to the various planned uses, at least in the early stages. This will ensure that reserve H units are available for each planned use when it is ready to develop, promoting an orderly development process over the twenty-year horizon. The H unit budget for each land use type will ensure the fair and reasonable partitioning of development potential towards that land use type in compliance with the spatial and temporal commitments made in the HCP and pursuant to the LCP. The H unit budget will be used as a guide and is more important near the beginning of the process. The county may consider changing the H unit budget according to changing conditions within the planning area. Changes would merely redistribute H units among uses but could not result in a change that would exceed the total number of H units allowable under the anticipated ITP and HCP.

Comprehensive Plan Consistency

Once the HCP and Master Plan for Big Pine Key are formulated and completed, inconsistencies with existing Comprehensive Plan policies must be addressed. For every policy in the Comprehensive Plan that specifically addresses Big Pine and No Name Keys the Master Plan will in some way address that policy issue. The Comprehensive Plan policies will be individually evaluated to determine whether or not they are affected by the Master Plan, and if they will be replaced or modified.

Recommended Strategies and Actions

Strategy 2.1

Continue to utilize the Land Use District Maps and supporting FLUM to regulate land use type, density and intensity on an individual parcel basis within the planning area. The distribution of future development shall be guided by a Tier System Overlay Map pursuant to the Comprehensive Plan Smart Growth Initiatives (Goal 105).

Action Item 2.1.1: Continue to recognize the FLUM categories and land use districts as the regulatory tool used for evaluating individual development proposals for compliance with land development standards such as type of use, intensity of use, and open space. This will promote orderly and safe development that is consistent with the Comprehensive Plan and will protect the integrity and conformance status of existing development.

Action Item 2.1.2: Adopt the Tier System Map separate from but as an overlay of the Land Use District Maps. The Tier System Overlay Map shall be used primarily to guide the distribution of development through the application of the residential rate of growth ordinance (ROGO) and the non-residential rate of growth ordinance (NROGO) pursuant to the strategies set forth in this Master Plan.

Action Item 2.1.3: Adopt the following parcel-specific revisions to the FLUM and Land Use District Map. These revisions are either required actions pursuant to the Comprehensive Plan or needed to facilitate the implementation of this Master Plan (see Figure 2.2):

1. Revise the Land Use District Map to remove the Area of Critical County Concern (ACCC) land use district designation from all parcels within the planning area and replace the designation with the applicable underlying FLUM category and land use district for each parcel in the planning area. Delete Policy 103.1.2 requiring this change from the Comprehensive Plan.
2. Change the designation of acreage identified as real estate parcel numbers:

00110460.000000;	00110540.000000;	00110640.000000;
00110720.000000;	00110720.000100;	00110730.000000;
00110740.000000;	00110750.000000;	00111020.000000;
00111020.000010;	00111020.000020;	00111020.000030; and
00111020.000040 on Big Pine Key from Mixed Use/Commercial (MC) to Residential Low (RL) on the FLUM and from Destination Resort (DR) to Suburban Residential (SR) on the land use district map. This proposed change will reduce the intensity of the existing land use district and bring it into conformity with the current use and surrounding community. Additionally it will protect existing sensitive habitat.		
3. Change the designation of Lots 21 and 22, Tropic Island Ranchettes from Residential Conservation (RC) to Mixed Use/Commercial (MC) on the FLUM and from Native Area (NA) to Suburban Commercial (SC) on the land use district map. This change was a request by the property owner in order to recognize a commercial use existing before 1986 and to allow for minor expansion of the use.

4. Change the designation of acreage identified as real estate parcel numbers 00111470.000000 and 00111470.000100 from Suburban Residential (SR) to Suburban Commercial (SC) on the land use district map. Leave the existing FLUM designation of Institutional (INS) unchanged. This change was a request by the property owner in order to allow for expansion of existing community and institutional facilities.

Action Item 2.1.4: Create a new land use district category, Light Industrial (LI), for the purpose of providing a more appropriate definition and accommodation of existing light industrial uses on Big Pine Key. The LI category may be considered for parcels within the Mixed Use/Commercial (MC) FLUM category that do not border on U.S. Highway 1 and are currently occupied by light industrial uses such as, but not limited to construction material and lumber yards, outdoor and/or enclosed storage, warehouses and distribution centers, auto and marine services.

Action Item 2.1.5: Once Master Plan FLUM changes are adopted pursuant to Goal 2, Strategy 2.1, Action Item 2.1.3, consider any future changes to the FLUM to be inconsistent with the intent of the adopted Master Plan and the intent of the HCP, except that changes to the Conservation designation may be considered consistent with both plans.

Strategy 2.2

Limit the total impact over 20 years to not exceed H units of 1.1.

Action Item 2.2.1: Create an H unit budget for the general land use types and amounts established through the LCP preferred alternative process and refined through development of the HCP.

Action Item 2.2.2: Use the following "H unit budget" table (Table 2.3), based on the final preferred development scenario modeled in the HCP, as a guideline for the approximate amount of H that should be anticipated for planned development over the twenty-year horizon.

Action Item 2.2.3: Include discussion of the H unit budget in the annual review of HCP compliance and change the budget as needed to meet community needs within HCP limits upon approval by the Board of County Commissioners.

Table 2.3. H unit budget for future development on Big Pine Key and No Name Key.

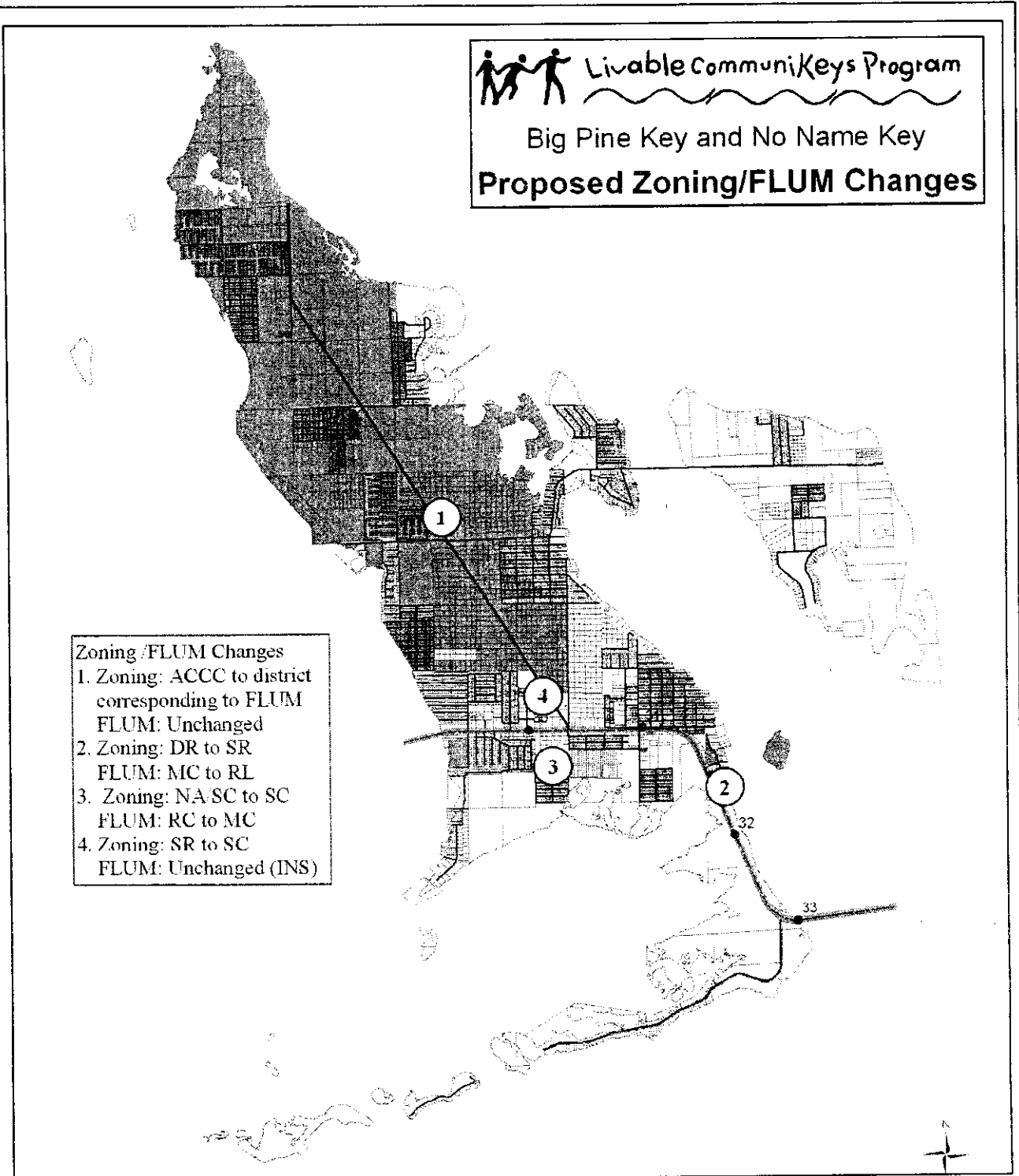
Land Use Scenario Modeled in the HCP For Endangered Species Impacts	Unit	Proposed Units	Percentage H Estimated
Residential	Single Family House	200	23%
Residential Accessory Lots (no additional traffic impact)	Developed SFR Lot	250	5%
Commercial (new and expansion)	1,000 Square Feet	47.8	39%
Community Organizations (new and expansion)	1,000 Square Feet	10	2%
Community Park Facility	Parcel	1	6%
Library Expansion	1,000 Square Feet	5	1%
Public Offices (new and expansion)	1,000 Square Feet	10	1%
Emergency Facility Expansion	1,000 Square Feet	7	1%
US 1 Three-Laning	Mile	.25	1%
Existing Roadway Paving	Mile	5	16%
Remaining public uses (minor parks, stormwater etc.)	N/A	N/A	5%
Total			100%
Note: The percentage of H estimated is a generalized H unit value based on parcel averages and is for estimation purposes only			
Source: Habitat Conservation Plan for Florida Key Deer			

Strategy 2.3

Revise the Future Land Use Element policies of the Comprehensive Plan regulating the Big Pine Key and No Name Key Area of Critical County Concern.


Action Item 2.3.1: Revise Objective 103.1 of the Comprehensive Plan to add the Master Plan and the Habitat Conservation Plan as guiding documents with which future land development regulation on Big Pine Key and No Name Key must be consistent.

Action Item 2.3.2: Delete the following policies under Objective 103.1 of the Comprehensive Plan: 103.1.1 and 103.1.2; 103.1.7 through 103.1.12; 103.1.14 and 103.1.15. These policies are specifically addressed in this Master Plan.



Legend

- Mile Marker
- ▭ Parcels
- ▨ ACCC
- Residential Roads
- Key Deer Blvd.
- U.S. 1



Monroe County
Planning and Environmental
Resources Department

This map is for Monroe County Growth Management Division purposes only. The data contained herein is illustrative only and may not accurately depict boundaries, parcels, roads, right of ways, or identification information.

Figure 2.2 FLUM and Land Use District changes listed in Strategy 2.1, Action Item 2.1.3.

GOAL 3

Maintain housing opportunities for all segments of the population while limiting the total number of new housing units to preserve the rural character of the planning area and minimize impacts on the critical habitat areas.

Current Conditions Summary

As described earlier, the LCP process envisions issuance of 200 residential dwelling units over the twenty-year planning horizon. The first 30 of those 200 permits will be issued to applicants who had already received an allocation but could not be issued a permit due to the traffic concurrency moratorium. These applicants were awarded regulatory relief through beneficial use or administrative relief after waiting for at least five years. All but two of the permits will be issued for single family lots within Tier III. The two remaining lots are in Tier I.

The 170 additional permits to be issued over the next twenty years will be located primarily on privately owned vacant upland lots zoned for residential use. There are a total of 1,539 private vacant upland residential lots located in improved subdivisions. Of these, 756 (49%) are in Tiers II and III. This illustrates the fact that there is sufficient area and in fact a large surplus of lots available to accommodate planned development.

Most residential development within the planning area takes place in single family residential subdivisions at the rate of one house per lot. Table 2.4 shows the characteristics of existing housing outside of single family subdivisions.

Table 2.4 Housing outside single family subdivisions.

Type	Number	Status
Mobile homes/RVs (not including RV spaces)	518	Permanent or seasonal
Multi-family/duplex	121	Permanent
Attached employee unit	93	Permanent
Institutional (shelters, etc.)	61	Transient

Source: U.S. Census 2000

Table 2.5 below summarizes the status of current housing on Big Pine Key and No Name Key. The average size for households on Big Pine Key is 2.21 persons and for No Name Key is 2.48 persons.

Table 2.5 Housing figures for Big Pine and No Name Keys from the 2000 census.

	Vacant for rent	Vacant for sale	Vacant Seasonal	Vacant Other	Owner Occupied	Renter Occupied	Totals
Big Pine Units	36	45	727	98	1,723	524	3,153
Household Pop					3,749	1,222	4,971*
No Name Units	0	3	18	1	20	1	43
Household Pop					36	4	40

* The total population is 5,032 which includes 61 persons in correctional or other institutional living quarters.

Source: U.S. Census 2000

These data show that at least 23% of existing housing units are reserved for seasonal or recreational use. Another 17% are renter occupied while 55% are owner occupied. About 3% of total units were available for sale or rent at the time of the census.

The 2000 Census reports that the per capita income on Big Pine was \$23,169. The per capita income of Monroe County was \$26,102. Within the County a reported 7,977 individuals had an income that placed them below the poverty level, roughly 10.2%. On Big Pine the ratio remains similar: 472 individuals below the poverty level (roughly 9.5%).

ROGO on Big Pine Key and No Name Key

Being competitive in the current ROGO system on Big Pine and No Name is extremely difficult. Even if an applicant proposes to building in an improved subdivision on a scarified lot (gaining 10 points for infill and 1 point for a disturbed habitat) they are assessed -10 for being on Big Pine or No Name. An additional 10 points are subtracted if the lot is within the proposed CARL boundaries which consist of approximately 80% of Big Pine and 100% of No Name. Ten more points are subtracted if the lot is located with a Priority I or II acquisition area of the National Key Deer Refuge, which overlaps with much of the CARL boundaries on and covers 100% of No Name. In order to protect threatened or endangered species, 10 points for each species are subtracted if the applicant proposes to build in the known habitat.

The known habitat of the Key deer covers both of the islands so a minimum of -10 points will affect the applicant. Another ten points will be subtracted from any application to No Name Key because it is a unit of the Coastal Barrier Resources System (CBRS). Therefore, just for being located on Big Pine and No Name an applicant would typically be subject to as little as -20 and as much as -80 points in ROGO.

The proposed ROGO system described in this Master Plan simplifies the process. Competition will only be between Big Pine and No Name applicants and the points system will be based predominantly on the Tier designations set forth in the HCP. Additional negative points will discourage development in designated Key deer corridors, close to marsh rabbit habitat, and on No Name Key. To enter the proposed system, a threshold of '0' must be reached and the most negative points which would be imposed would be -40 (for No Name Key within range of marsh rabbit habitat).

Housing Affordability

Retention of existing affordable housing is one of the most difficult issues to address in an area

such as the Florida Keys where market pressure can be heavily slanted towards market rate housing as development slows. This is a particularly heightened issue within the planning area because Big Pine Key has traditionally been perceived as a “bedroom-community” for workers employed in the cities of Key West and Marathon. As existing dwelling units become more valuable due to growth restrictions, redevelopment of units which may now be affordable into market-rate units becomes more attractive to many owners. This pressure is too great to overcome with the use of incentive-based programs so the normal means of retaining affordable housing is to require new affordable units to remain affordable for a specified period of time. County regulations now require a period of fifty years for new affordable units to remain affordable.

Certain land use districts have been traditionally more accommodating to affordable types of housing including commercial districts (as employee housing), mobile home, and duplex or multi-family districts.

Analysis of Community Needs

Define Residential Development

There is a need to clearly define the types and locations of residential development to be permitted. Most residential development will take place in subdivisions but further clarification is needed to address housing in other Tier II and III areas (e.g., commercial and mixed use) and to firmly establish future zoning guidelines for these areas.

Revise ROGO

The dwelling unit allocation system (ROGO) will need to be revised to implement the Tier System Overlay Map and to be consistent with the Master Plan and HCP. The Tier system incorporates most of the factors used in the existing ROGO to assign negative and positive points. By using habitat value, species protection and location as the basis of Tier designation a simplified allocation system can be developed. The revised system should be based on encouraging development to occur in infill areas, Tier III, and discouraging development, using weighting categories, in Tiers I and II. The system should also include additional major negatives for any development proposed in the Key deer corridor or on No Name Key and within the 500 meter buffers of Lower Keys Marsh Rabbit habitat (occupied or unoccupied).

Existing Affordable Housing Stock Inventory

The existing information on affordable housing within the planning area needs to be compiled including the types, locations, conditions, and projected longevity.

Affordable Housing Retention and Expansion

As the pool of housing becomes more limited, the incentive to redevelop existing affordable units into market-rate units may increase. There is a need to determine current and future trends and to take steps to ensure that affordable housing is retained or replaced and, if possible, expanded.

Recommended Strategies and Actions

Strategy 3.1

Control the overall level of residential development for the next twenty years consistent with the

community vision and the growth plan developed through the Livable CommuniKeys planning process. Future development shall also be consistent with the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species.

Action Item 3.1.1: Limit the total allocations for new residential units over the next 20 years to 200 units.

Action Item 3.1.2: Do not consider the replacement of existing, legally established residential units as of the date this plan as new development nor shall on-site replacement be considered to have any H impact.

Action Item 3.1.3: Permit residential units at a steady rate over the twenty-year planning horizon and encourage the distribution of units to designated infill areas. The Rate of Growth Ordinance (ROGO) and Tier Map Overlays shall be the mechanisms used to implement distribution patterns to minimize impact on the resource and rate of growth allocations.

Action Item 3.1.4: Allow residential units of any type listed in the applicable FLUM categories and land use districts with the exception that new transient residential units shall be prohibited.

Action Item 3.1.5: Prohibit transfer of development rights (TDRs) from islands outside of the planning area to within the planning area pursuant to Policy 101.13.4. Additionally, TDRs and transferable ROGO exemptions (TREs) within the planning area shall not be transferred from a higher (infill) tier category to a lower (conservation-open space) tier category, except as provided for in Action Item 3.1.5. Transfers to and from the same tier category are permitted except in Tier I.

Strategy 3.2

Revise the Comprehensive Plan policies regulating the rate and allocation of residential growth to adjust for allocation according to the Tier System for Big Pine Key and No Name Key.

Action Item 3.2.1: Amend the current ROGO to base eligibility to compete in the allocation system upon the location of the proposed development with respect to the Tier System Overlay Map. Remove any direct references to the planning area from Sec. 9.5.122.3

Action Item 3.2.2: The revised ROGO for Big Pine Key and No Name Key shall include:

a. A threshold eligibility of "0" is required to enter the allocation system and compete for an allocation award;

b. Applications in Tier III have no negative points and therefore achieve the threshold and are automatically eligible to enter the allocation system. Baseline negative values assigned to Tier I and II applications are as follows:

Tier II	-10
Tier I	-20

Additional negative points will be accumulated based on the following criteria:

Identified Key deer corridor	-10
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Within 500 meter buffer of Marsh Rabbit habitat -10

No Name Key -10

The above criteria are cumulative e.g. an application within Tier I (-20), a deer corridor (-10), and Lower Keys marsh rabbit habitat (-10) would have a total score of -40;

c. Points may be acquired to reach the threshold and to make the application more competitive through land dedication in Tier I or Tier II (two points) and by aggregating lots in Tier II or Tier III (three points). No aggregation of lots will be permitted in Tier I;

d. A competitive points based system will be used to award allocations to eligible applicants within each allocation period;

e. An additional perseverance point will be added for each year an applicant is in the system after year one;

f. Applications in Tier III, which entered the current ROGO allocation system prior to adoption of this plan will receive an additional perseverance point for every year they have been in the ROGO system. Applicants in Tier I and Tier II, if they acquire the points necessary to reach the threshold will also receive a point for every year in the system.

g. An applicant will be eligible to apply for administrative relief in five years if an allocation award has not been received. The form of relief will be property purchase for Tier I lands and either property purchase or permit award for Tier II and Tier III lands.

Action Item 3.2.3: Count as part of the 200-unit cap, the 30 residential units that have been awarded allocations for beneficial use and administrative relief. These units may be issued upon County approval of the HCP and need not be held for adoption of this Master Plan.

Action Item 3.2.4: Allocate residential units within the planning area at the rate of no greater than 10 in any given year. More than 10 residential awards may be allocated if the excess consists of affordable units, that may be accumulated and issued in any allocation period or "borrowed forward" from future allocations. The allocation rate in this policy replaces that in Policy 103.1.1 of the Comprehensive Plan, which shall be deleted from the plan.

Action Item 3.2.5: Reserve the 10 unit per year allocation rate provided in Strategy 3.2, Action Item 3.2.4 (above) separately out of the Lower Keys annual allocation for the exclusive use of the Big Pine Key and No Name Key planning area for at least the first five years of the twenty-year planning horizon. This will provide for housing opportunities within the planning area that were not available during the temporary deferral of awards preceding adoption of this plan. At the end of five years, the need for and effect of a reserve allocation shall be reevaluated and the reserve either abolished or continued. However the planning area shall continue to bear its fair share of the minimum 20% affordable housing set-aside (i.e. 2 units per year) as part of the annual 10-unit allocation pursuant to ROGO requirements.

Action Item 3.2.6: Limit allocation awards in Tier I to no more than two percent of all residential units permitted over the twenty year planning period or a total of $H = 0.022$, which-

ever results in the lower H.

Strategy 3.3

Retain and expand availability of affordable housing within the planning area to the greatest extent possible.

Action Item 3.3.1: Identify the locations and characteristics of the existing pool of affordable housing in the planning area. These areas shall be targeted for the formulation and implementation of retention and expansion mechanisms.

Action Item 3.3.2: Consider an incentive program for existing mobile home parks and other existing or potential affordable housing in the planning area to provide for retention of affordable status.

Action Item 3.3.3: Set aside a minimum of 20% (i.e., 2 per year) of dedicated ROGO units for affordable housing development within the planning area. This number may be adjusted during the annual BOCC review of the HCP status report.

Action Item 3.3.4: Consider provision of incentives for businesses to build affordable housing, including employee housing, in conjunction with their businesses on U.S. 1.

GOAL 4

Provide opportunities for redevelopment and expansion of existing businesses and limited new non-residential uses within the U.S. 1 Corridor on scarified lands.

Current Conditions Summary

The LCP process envisioned a redevelopment focus for the commercial uses within the planning area, primarily those near U.S. Highway 1 on Big Pine Key. The allocation of 47,800 s.f. of new commercial floor area represents the maximum, that may be needed to serve the additional 200 residential units (at the rate of 239 square feet per unit per year established by the Non-residential Rate of Growth Ordinance). Therefore, much of the new floor area is to be used for redevelopment and expansion of existing businesses.

The only commercial business (outside possible home-based businesses) located on No Name Key is an operating borrow pit. That site is used for materials extraction only and is not open to the public. Therefore the focus of discussion for non-residential development issues is Big Pine Key. Table 2.6 lists some characteristics of existing businesses on Big Pine Key.

Table 2.6 Big Pine Key commercial data.		
Commercial Type	Number	Floor Area
Retail	27	214,820
Restaurant	6	19,952
Financial	3	6,431
Office	10	40,392
Industrial	15	75,313
Indoor or Outdoor Storage	8	30,280
Auto or Marine Service	6	13,916
Service	21	89,200
Total	96	490,304
Source: Monroe County Planning and Environmental Resources Department		

Most businesses are located near U.S. Highway 1 in the central business area of Big Pine Key. This area was identified as the U.S. 1 Corridor Area for purposes of analysis during the LCP process. All of the businesses in Tier III are located in the U.S. 1 Corridor Area. It also appears at this time that the 47,800 square foot limit on commercial envisioned in the LCP process may be more than adequate to accommodate future expansions. Further analysis of existing commercial uses will help to identify where future commercial expansion is likely to take place and whether the 47,800 square foot limit is likely to be needed within the twenty-year planning horizon.

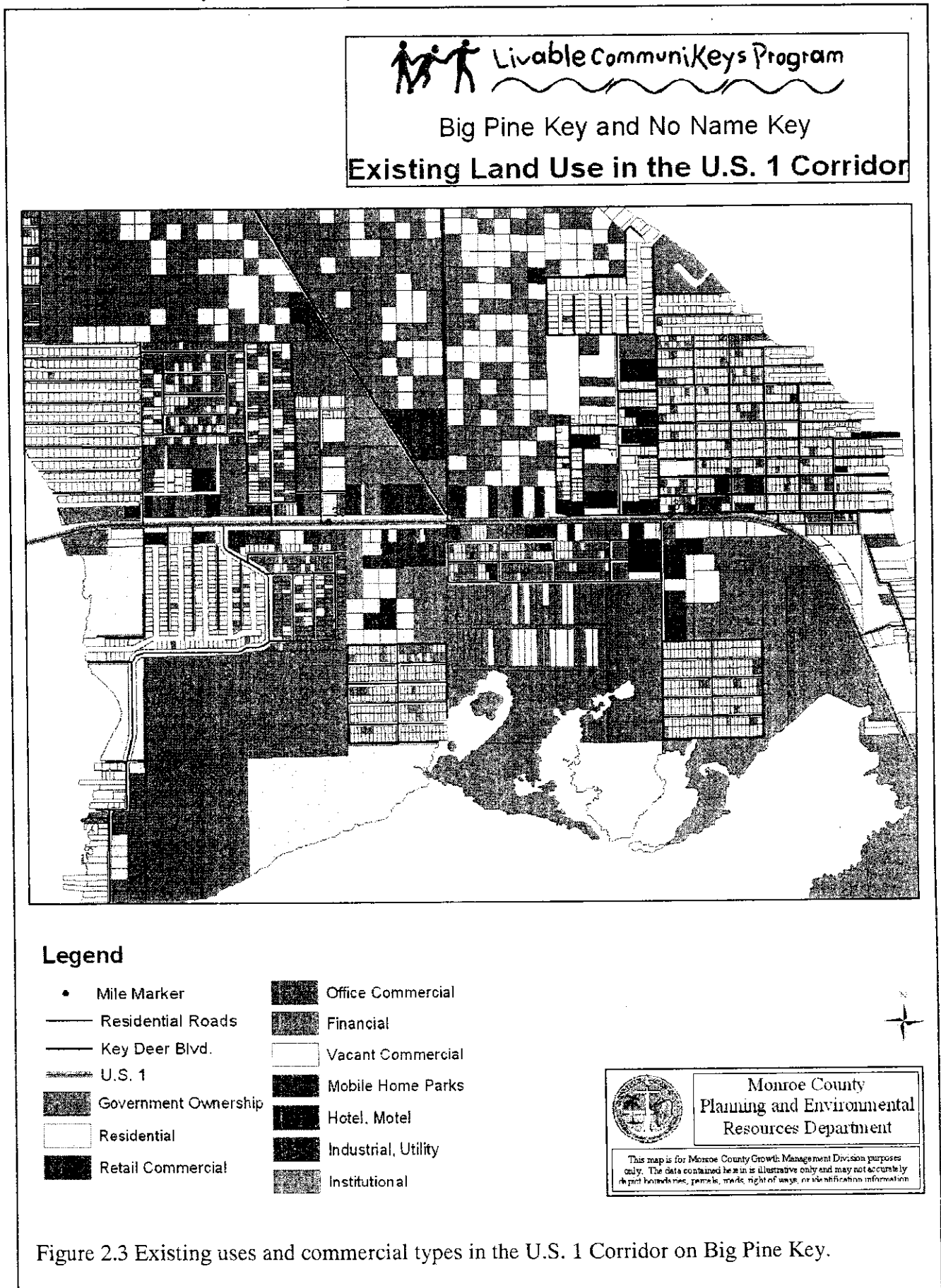


Figure 2.3 Existing uses and commercial types in the U.S. 1 Corridor on Big Pine Key.

Industrial uses are scattered throughout the U.S. 1 corridor area, however most do not directly front U.S. 1 but are located off of side streets. Many industrial uses operate 'in the open', that is to say they are not located entirely within a building structure. Concrete plants, marine repair shops, and auto yards typically only have a small building but much of the site is utilized for work and storage. Industrial uses are not currently subject to NROGO, therefore additional floor area for manufacturing, assembly, wholesaling, or distribution no allocation is necessary.

In January 2003 Monroe County proceeded with a design charrette planning process for the commercial corridor area of Big Pine Key. The charrette was a facilitated community discussion during which design concepts were developed and graphically assembled at the meeting for immediate reaction. The focus of the discussion was the U.S. 1 Corridor Area and the idea of a community center was presented as a layered concept based primarily on walking distance to the existing commercial center of Big Pine Key.

Analysis of Community Needs

Define Commercial Development

There is a need to clearly define the types and locations of commercial development permitted. The proposed development plan includes redevelopment and infill of existing commercial uses in the U.S. 1 Corridor Area. The Tier Map shows Tier I and Tier III lands within the U.S. 1 Corridor Area. The HCP requirements place some limitations, especially on the intensities of uses that can be permitted if the maximum floor area (47,800 square feet) is to be accommodated. Further guidance on commercial redevelopment is found in the Smart Growth Initiatives (Policy 105.2.15) that call for the creation of Community Center Overlay districts where commercial redevelopment and infill may be encouraged.

During the LCP process the Community Center idea was expressed as the "Main Street" development alternative. While this alternative was not ultimately selected as the preferred development alternative it did convey an existing centralized business focus surrounding the Key Deer Boulevard/U.S. 1 intersection having potential for enhancement. The U.S. 1 Corridor Area Design Charrette held in January 2003 with the community also identified this intersection as a focus for future commercial development.

Revise NROGO

Some portions of NROGO are to be automatically updated as Master Plans for individual communities are completed. NROGO for Big Pine Key will need to be revised accordingly and will also need to be revised for compliance with the development limits set forth by the Master Plan and ITP. In addition, NROGO needs to be updated to implement the Tier System.

Although certain types of industrial floor area are not subject to NROGO, the HCP requires all increases in floor area to be considered development and must be accounted for in the total 1.1 H allowed over the 20-year horizon. Therefore, the H impact for new industrial floor area shall be calculated and subtracted from the total H allowed for commercial development.

Recommended Strategies and Actions

Strategy 4.1

Plan the overall level of non-residential development for the next twenty years to be consistent with the community vision and development plan selected through the Livable CommuniKeys planning process. It shall also be consistent with the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species.

Action Item 4.1.1: Limit the total amount of new commercial floor area that may be permitted to 47,800 square feet over the twenty-year planning horizon. This amount may be revised at a later time based on data indicating a change is warranted.

Action Item 4.1.2: Designate the U.S. 1 Corridor Area as the area defined in the Big Pine/US 1 Corridor enhancement plan, incorporated herein by reference.

Action Item 4.1.3: Direct non-residential development and redevelopment to infill in existing non-residential areas on Tier II and Tier III lands, mainly in the U.S. 1 Corridor Area. New commercial development will be limited to disturbed or scarified land – no clearing of pine-lands and/or hammock will be permitted.

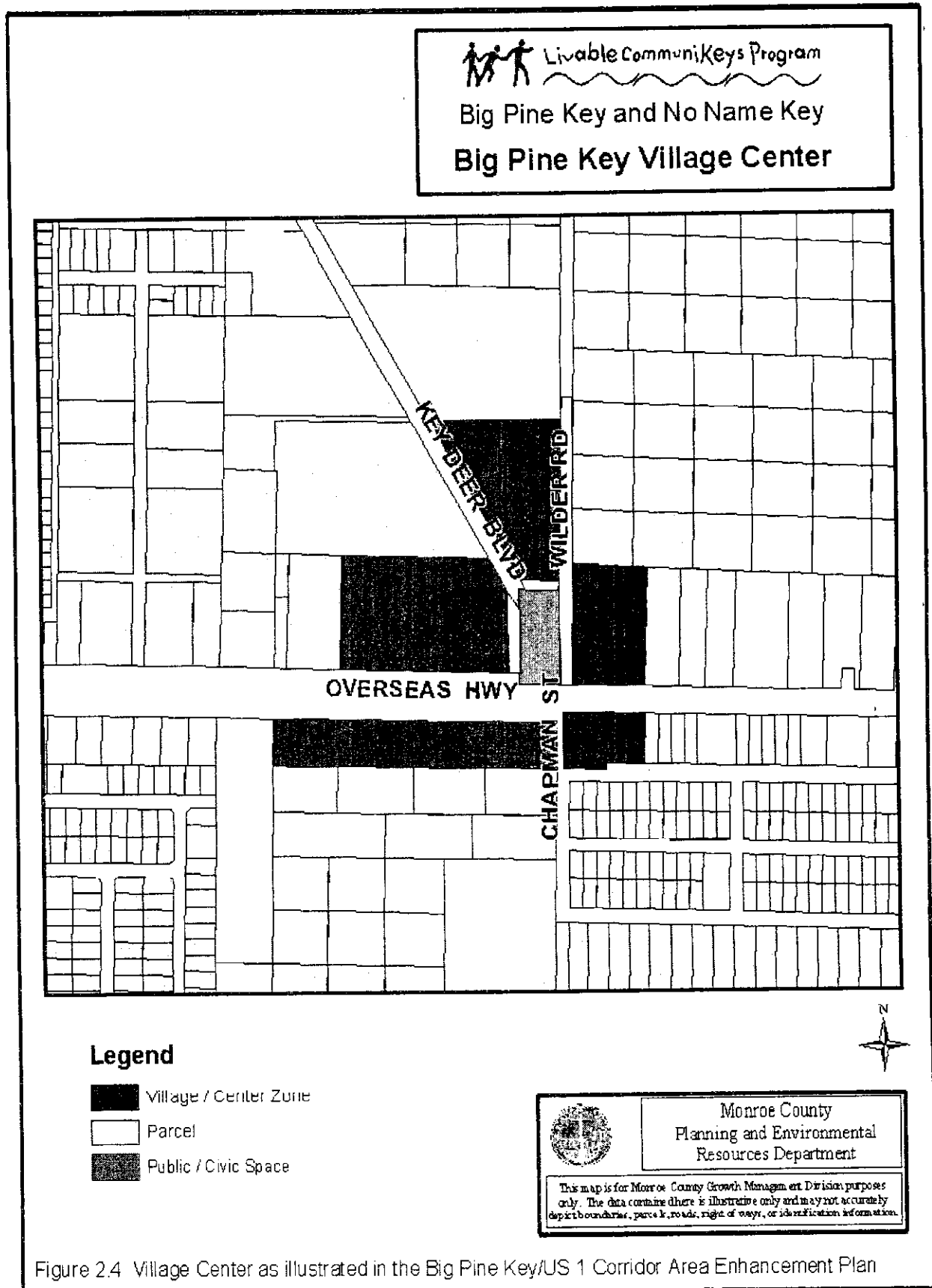
Action Item 4.1.4: Prohibit new non-residential development in Tier I. Redevelopment and expansion of existing institutional uses in Tier I is allowed, but is restricted to disturbed or scarified land.

Action Item 4.1.5: Create a Community Center Overlay on Big Pine Key pursuant to Policy 105.2.15 of the Comprehensive Plan where Tier III infill and incentives for redevelopment will be encouraged. The Community Center Overlay shall be located at the intersection of U.S. 1 and Key Deer Boulevard, Wilder Road and Chapman Street; and be limited to the geographical area designated in figure 2.4. Land Development Regulations for design of the Community Center Overlay shall be as follows:

- a. Small individual buildings, of 2,500 square feet or less, fronting both U.S. 1 and Key Deer Boulevard will be encouraged, with commercial uses on the lower floor and employee housing on the upper floor.
- b. The FAR in the Overlay District may be increased to .40 to foster a coherent more dense streetscape.
- c. Parking lots in front of the commercial uses are discouraged, although on street parking may occur where appropriate
- d. Building front setbacks are reduced with the majority of the building façade on the required building line.
- e. Arcades, colonnades, open porches, canopies, awnings, balconies may be permitted to encroach on the frontage.

Action Item 4.1.6: Prohibit the following new uses or change in use:

- a. Commercial retail high intensity uses that generate more than one hundred and fifty (150) trips per one thousand square feet of floor area.
- b. Outdoor storage as a principal use.
- c. Outdoor retail sales as a principal use.



Action Item 4.1.7: Limit new commercial uses to medium and low intensity uses with corresponding limitations on trip generation. This restriction replaces those in Policy 103.1.1 of the Comprehensive Plan. Policy 103.1.1 shall be deleted from the plan.

Action Item 4.1.8: Create a new land use district category called Light Industrial (LI) for the purpose of more appropriate definition and accommodation of existing light industrial uses on Big Pine Key. The LI category may be considered for parcels within the Mixed Use/Commercial (MC) FLUM category that do not border on U.S. Highway 1 and are currently occupied by light industrial uses such as, but not limited to construction material and lumber yards, outdoor and/or enclosed storage, warehouses and distribution centers, auto and marine services.

Action Item 4.1.9: Prohibit new light industrial uses in the Suburban Commercial land use district fronting on U.S. 1.

Action Item 4.1.10: Count H impact for new industrial square footage, even if exempt from NROGO, as part of the total 1.1 H available for development activities over the 20-year planning horizon. The H used for industrial development shall be counted as a part of the H to be used for commercial development.

Strategy 4.2

Revise the comprehensive plan policies regulating the rate and allocation of non-residential growth to adjust for allocation according to the Tier System.

Action Item 4.2.1: Revise the non-residential rate of growth ordinance (NROGO) to base eligibility to compete in the system upon the location of the proposed development with respect to the Tier System Overlay Map and make the following changes to the NROGO point system:

- a. Revise Criterion 6 to delete Big Pine Key and No Name Key from the critical habitat list.
- b. Revise Criterion 1 to encourage, by awarding positive points, both infill development and the redevelopment of existing commercial properties in Tier III to bring them into closer conformance with the current comprehensive plan and land development regulations. This point criterion shall not apply to the redevelopment of historic resources.
- c. Add an evaluation criterion, that encourages, by awarding positive points, the location of new commercial floor area within the U.S. 1 Corridor Area and within the Community Center Overlay area.

Action Item 4.2.2: Allow new commercial square footage allocation awards to exceed 2,500 square feet per site within the designated Community Center Overlay provided they follow adopted design guidelines (see Community Character Element).

Action Item 4.2.3: Prohibit the transfer of commercial floor area from outside the planning area pursuant to NROGO. Transfer of commercial floor area from one site to another entirely within the planning area may be allowed provided the receiver site is located within the designated Community Center.

GOAL 5

Maintain the viability of existing community organizations by providing opportunities for limited redevelopment and expansion.

Current Conditions Summary

The LCP/HCP process sought to ensure that existing community organizations could remain viable and expand according to their needs within existing zoning limitations. Table 2.7 lists these organizations.

Table 2.7 Institutional uses located on Big Pine Key.

Civic	Parcel	Zoning	Tier
Lion's Club	108770	NA	1
Lower Keys Property Owners	309070	IS	2
Moose Club	111070	SR	1
Religious			
St. Francis	110040	NA	1
Lord of the Seas	111074.068	NA	1
Big Pine Baptist	111470	SR	3
Big Pine Methodist	111450	SR	3
Vineyard Christian	111170	SR	1
St. Peter's	110400	SC	3
Other			
Memorial Gardens Cemetery	110830.0001	I	3
Big Pine Neighborhood Charter School	111420.0023	SC	3
Seacamp	247000	MU	1

Source: Monroe County Planning and Environmental Resources Department

All of these institutional uses have been existing for at least 20 years and no new uses are anticipated at present. A number of these institutions have expressed an interest in redevelopment of existing square footage or a limited expansion to better serve the needs of the present population.

Analysis of Community Needs

Plan for Future Community Organization Needs

The existing community organizations in the planning area have been identified. Some have built their current land ownership to capacity while others have expressed a desire to expand. The permitted action under the HCP will allow for a limited amount of expansion needs. For the remaining facilities there is a need to define the future potential for expansion and maintain flexibility so that future requests can be handled.

Recommended Strategies and Actions

Strategy 5.1

Allow the limited expansion of existing community religious, civic and institutional organizations over the next twenty years consistent with the community vision and development plan and with the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species.

Action Item 5.1.1: Expansion of non-public institutional floor area and uses is allowed in all Tier designations within the planning area, but only on lands currently owned by the organizations on the date of the issuance of the Incidental Take Permit, to ensure avoidance and minimization of impacts to the Key deer and other covered species.

Action Item 5.1.2: Limit floor area allocations to 2,500 square feet per organization, per year.

Action Item 5.1.3: Monitor the total amount of new floor area allocated towards expansion of existing non-public institutional uses as specific proposals are received. At the point where new floor area is expected to exceed the H units budgeted, consider allocation of H from commercial or public facilities categories to fulfill community organization needs for both existing expansions and new uses. Include this as a discussion item during presentation of the annual report and obtain Board of County Commissioners' approval prior to revising the H budget.

Action Item 5.1.4: Allow allocation and permit issuance for non-public institutional floor area at any time during the twenty-year planning horizon.

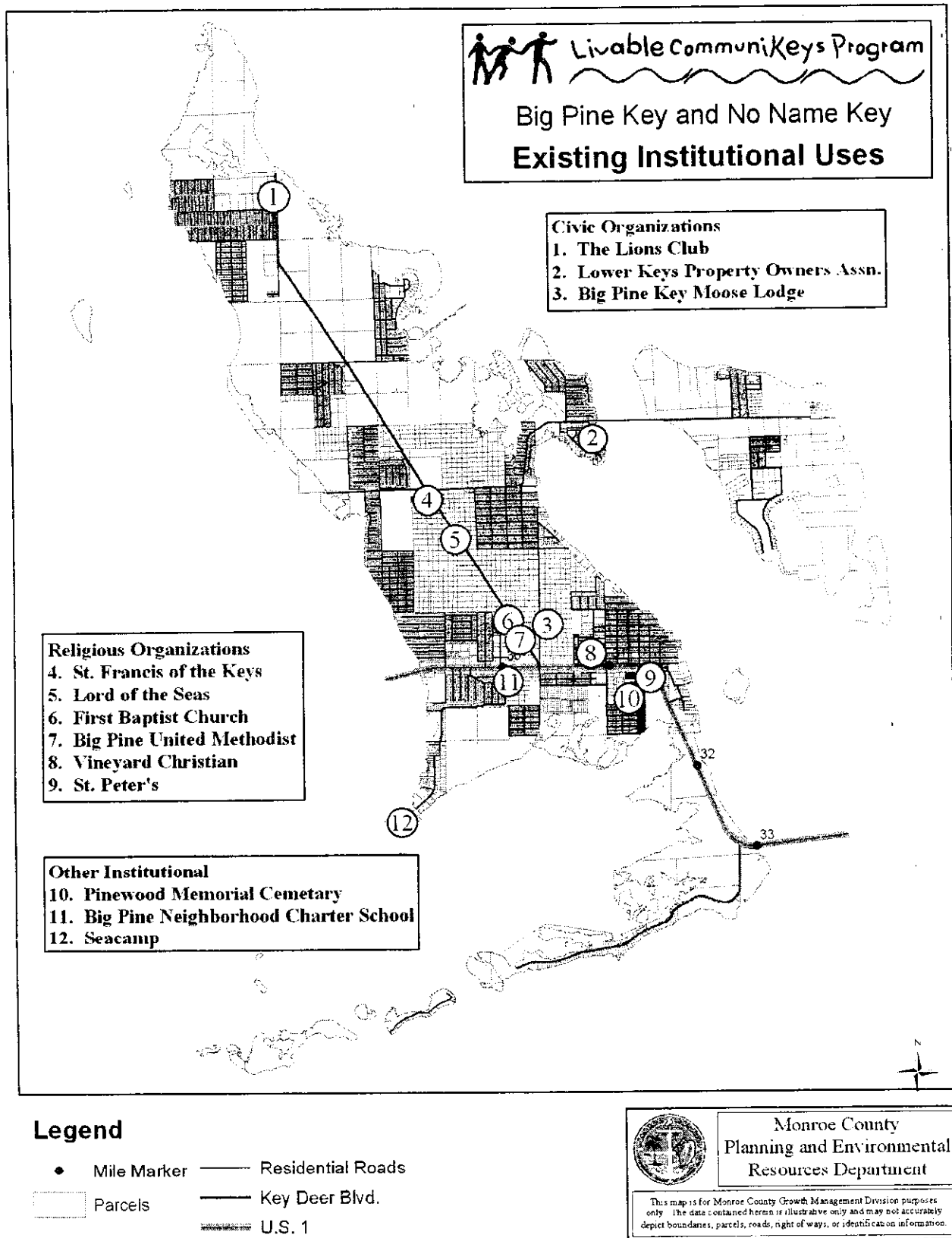


Figure 2.5 Location of existing institutional uses on Big Pine Key.

GOAL 6

Provide facilities for the active and passive recreational needs of all age groups in the community while avoiding unnecessary impacts to the protected species

Current Conditions Summary

The LCP process identified a strong need for recreational facilities. The final vision included addition of a major park and recreational facility somewhere within the planning area and the possible addition of some smaller parks. The county is moving forward immediately with planning for the major park. The old Mariner's Resort property on the eastern shoreline of Big Pine Key has been purchased and the county is proceeding with plans for major recreational facilities at that site. Scarified land both north and south of US-1 at the western end of Big Pine Key is also publicly owned and was identified as an area that may be appropriate for a passive sunset park.

Other major county-owned recreational sites within the planning area include Watson's Field and the Blue Heron facility. Scattered "pocket parks" maintained by the county or by individual neighborhoods also exist throughout the planning area. The county has a branch library located in the Winn Dixie Shopping Center and arrangements have been made to expand the library into existing vacant floor area at that site. This expansion may be able to accommodate some meeting facilities for the community although the extent of this is not yet known. For public hearings and meetings the community uses facilities located at the Big Pine School or at one of the community organization buildings on Big Pine Key.

Analysis of Community Needs

Develop Major Recreational Facilities

Monroe County has recently purchased the old Mariner's Resort property for development of major recreational facilities on Big Pine Key. The planning process for this site has begun. This will fulfill the need for one large recreational site anticipated during the LCP/HCP process. Two more sites of approximately 3 acres each were also anticipated. These will most likely be located near U.S. 1. During the LCP process, a desire by the Catholic Church to possibly build an athletic field on their property was also identified.

Expand County Branch Library

The Big Pine branch of the Monroe County Library is in need of expansion. The Big Pine community is also in need of reliable meeting facilities that may or may not be connected to the library. Therefore, an allowance for a 7,500 square foot facility (5,000 s.f. expansion over existing) was included in the HCP modeling effort. Although the library is planning to expand at its current leased site, the accommodation of a new building should remain in the Master Plan to allow planning flexibility over the entire twenty-year horizon.

Plan Neighborhood Recreation.

The extent of existing neighborhood recreational facilities such as playgrounds and boat ramps needs to be identified and the sites evaluated. These areas should be evaluated for utilization of existing facilities and the need for new facilities. The HCP modeled up to seven new "pocket park" sites in designated subdivisions.

Recommended Strategies and Actions**Strategy 6.1**

Plan for recreational and community facilities over the next twenty years to be consistent with the community vision and development plan selected through the Livable CommuniKeys planning process to meet the needs of Big Pine Key and No Name Key residents. Planned facilities shall also be consistent with the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species.

Action Item 6.1.1: Designate and develop the property currently known as "Mariner's Resort" for the purpose of meeting the active recreation needs of the community over the twenty-year planning horizon.

Action Item 6.1.2: Allow up to three new public parks on disturbed and/or scarified uplands to be located within the U.S. 1 Corridor Area. The intent of this Action Item is to provide for the needs of the Florida Keys Overseas Heritage Trail and the U.S. 1 Corridor Area design guidelines (see Community Character Element). Therefore, these two purposes shall be given priority for park designation.

Action Item 6.1.3: Allow up to seven new neighborhood "pocket parks" on disturbed and/or scarified lands in any of the following subdivisions:

- Pine Channel Estates
- Cahill Pines and Palms
- Doctor's Arm
- Palm Villa
- Sands
- Eden Pines Colony
- Port Pine Heights

Neighborhood parks are intended to provide minor local recreational opportunities within walking and/or biking distance of most residents served. Pocket parks may include passive and or active recreational uses such as green space, boat ramps, tennis courts, volleyball courts, playgrounds and similar uses.

Action Item 6.1.4: Allow expansion of the existing county library to be located on scarified/disturbed uplands within the U.S. 1 Corridor Area.

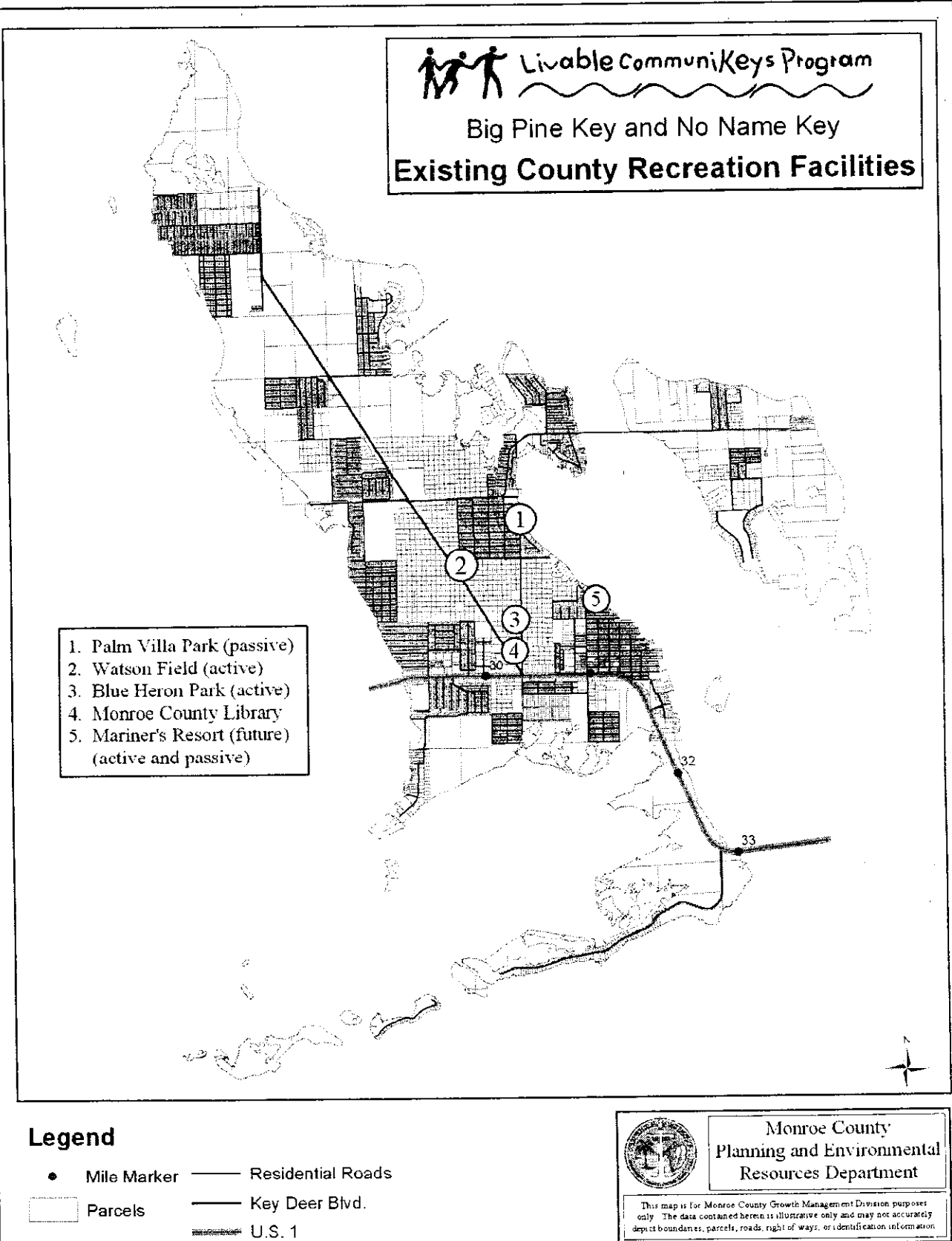


Figure 2.6 Location map of existing recreational facilities and library.

GOAL 7

Provide adequate public facilities to serve the existing and future needs of Big Pine Key and No Name Key

Current Conditions Summary

Certain public facilities are already planned including sewer and stormwater facilities within the twenty-year horizon. The Monroe County Sanitary Wastewater Master Plan sets out priorities for provision of advanced wastewater treatment to county "hot spots" where collection and centralized treatment systems are recommended. Facilities are required to be available by the Year 2010 in order to fulfill comprehensive plan mandates. Even if this schedule falls behind, it is safe to assume that these facilities will be built within the twenty-year planning horizon of this Master Plan. Major subdivision areas slated for package treatment and collection facilities include Sands Subdivision and surrounding subdivisions, the Doctor's Arm/Tropical Bay area, Eden Pines Colony subdivision, the Tropical Key Colony/Pine Channel Estates area, and Port Pine Heights subdivision.

The Stormwater Management Master Plan contains mainly regulatory and nonstructural improvement recommendations for handling stormwater. The plan does have a list of retrofit projects but none of them are located within the planning area. Therefore, at present it is assumed that there will be no major public stormwater collection systems installed.

Several buildings house government services in planning area now. The following is a list of the existing non-recreational government facilities:

Monroe County:	Big Pine Animal Shelter
	Emergency Response Facilities
	Library
	Police Substation
State of Florida:	Road Prison
	Department of Children and Families
U.S. Government:	National Key Deer Refuge offices and facilities
	U.S. Forest Service

Monroe County anticipates the need to expand emergency response facilities and is currently proceeding with expansion plans. Other types of government services are not normally planned into a timeframe beyond five to seven years. Therefore, without knowing what additional government services may be needed in the planning area over the twenty-year horizon, floor area was reserved for government service uses in the preferred land use scenario during the LCP/HCP process.

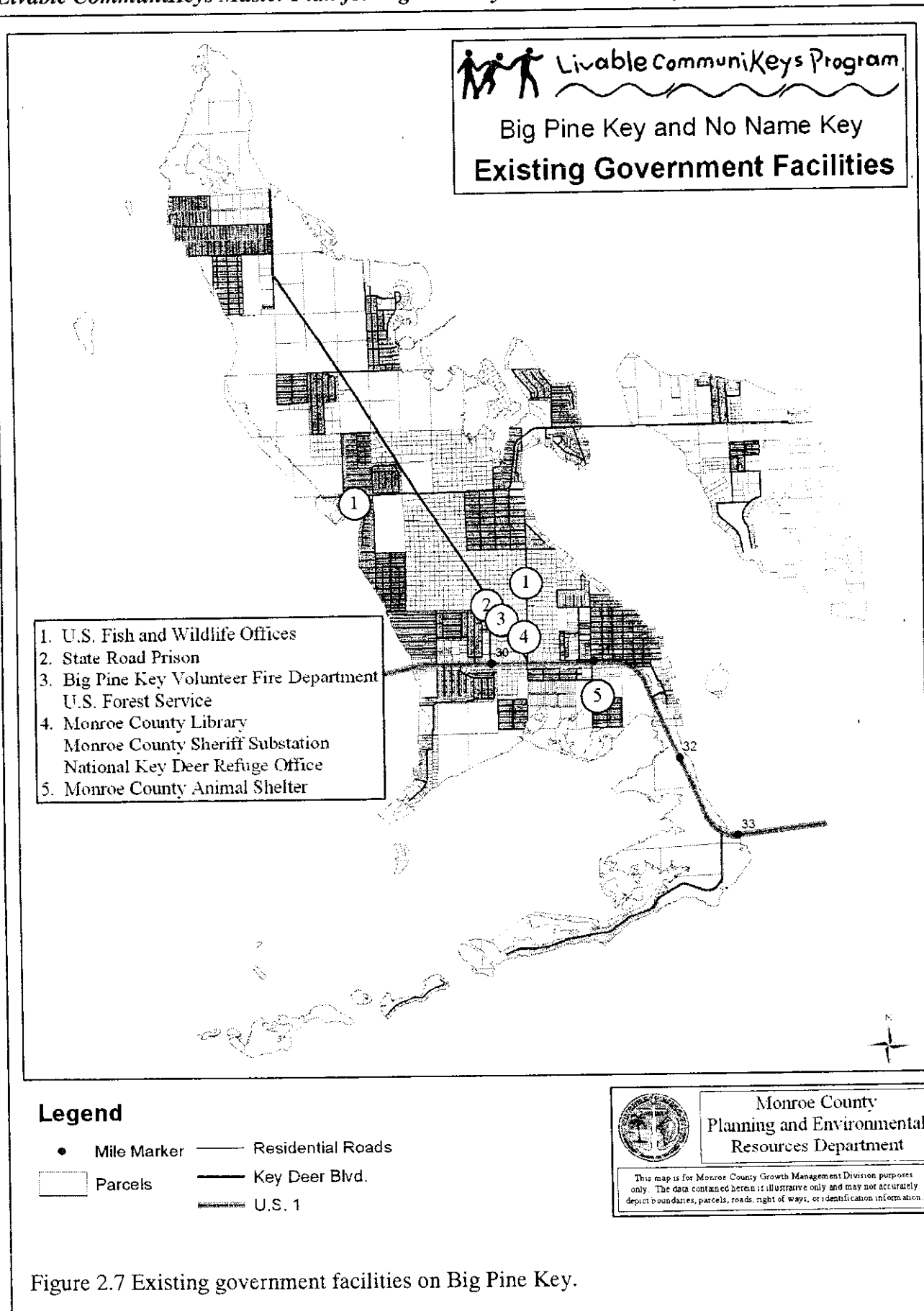


Figure 2.7 Existing government facilities on Big Pine Key.

Analysis of Community Needs

Public Buildings. There is a need to project and address the maintenance of existing public facilities on Big Pine Key, including expansions necessary to maintain an appropriate level of service into the twenty-year horizon. Of the existing facilities analyzed during the LCP/HCP process, the only identified expansion need was an addition to the emergency services facilities to be built in 2003. Due to the usually short planning horizon for capital facilities at the county level (5 years or less), additional floor area for future government office space was modeled in the HCP. In the case of Big Pine Key, however, there is a need for further analysis of public facilities into the twenty-year planning horizon. This will help anticipate future needs and identify mechanisms to meet changing conditions.

Wastewater and Stormwater Facilities. According to the county's Sanitary Wastewater Master Plan and Stormwater Management Master Plan, these types of facilities are scheduled to be installed in the planning area within the twenty-year horizon. Potential sites for sewage treatment facilities have been identified and were included in the LCP/HCP planning process. Potential sites for stormwater treatment have not been identified. Collection systems will be installed along existing roads. Although the timing of these facilities is laid out in their respective plans, implementation of both plans has fallen behind schedule. Therefore, there will be a need to monitor this situation. There is probably also a need to re-evaluate projected sewer and stormwater layouts in light of new development assumptions for Big Pine Key introduced through the LCP/HCP process.

Recommended Strategies and Actions

Strategy 7.1

Limit development of new and expanded public facilities to the level necessary to adequately serve existing and future development over the twenty-year planning horizon. Public facilities development shall also be consistent with the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species and the Year 2010 Comprehensive Plan.

Action Item 7.1.1: Install a sanitary sewage treatment system in accordance with the Monroe County Sanitary Wastewater Master Plan. Components may include centralized or cluster facilities for collection and treatment, all of which shall be developed on disturbed and/or scarified uplands or in existing rights-of-way. The projected sewage treatment requirements for the planning area should be revisited and confirmed to be consistent with the final development plan adopted pursuant to the Master Plan and the HCP.

Action Item 7.1.2: Allow installation of stormwater treatment systems in accordance with the Monroe County Stormwater Management Master Plan. Any facilities installed for centralized collection and treatment should be developed on disturbed and/or scarified uplands or in existing rights-of-way.

Action Item 7.1.3: Allow development of new and/or expanded public offices to be located on disturbed and/or scarified uplands within the U.S. 1 Corridor Area.

Action Item 7.1.4: Allow expansion of emergency response facilities on scarified uplands at their current location on Big Pine Key.

Action Item 7.1.5: Public facilities may be built at any time during the twenty-year planning horizon.

Action Item 7.1.6: Monitor the total amount of new floor area allocated towards public facilities as specific proposals are received. At the point where new floor area is expected to exceed the H budgeted, consider allocation of H units from the non-residential category as needed. Likewise, at any point where the Board of County Commissioners identifies the H budget towards government uses to exceed actual needs, consider re-allocation of H from public uses back to private uses. Include this as a discussion item during presentation of the annual report and obtain Board of County Commissioners' approval prior to revising the H budget.

GOAL 8

Recognize the community's desire for certain accessory uses and security fencing by allocating a limited amount of H-value for these uses.

Current Conditions Summary

In analyzing the impact of habitat development on the population viability of the Key deer, the PVA model considered loss of all habitat within each individual parcel developed. Fencing of a parcel was likewise modeled as a complete loss of habitat from that parcel because fencing makes the habitat inaccessible to deer. Because the model was based on the current status of access by deer to all parts of the planning area, the fencing of new vacant habitat was generally considered unacceptable. Fencing of developed parcels in Tier II and III was acceptable because the model assumed most of the habitat value is already lost from the developed parcel for the incidental take permit.

Accessory uses are those that serve or support a principal use development. Residential accessory uses may include such items as storage sheds, gardens, play equipment, swimming pools or boat docks. Commercial accessory uses may include such items as storage, trash enclosures, sewage treatment plants, signage, parking lots, and other uses or equipment specific to the business being served.

Monroe County has considered one means of retiring development rights through the purchase of subdivision lots and resale to adjacent developed lot owners at a reduced price. The possibility of building accessory uses on these lots may make this mechanism more attractive to adjacent owners. Therefore the county expressed a desire for approximately 250 vacant "accessory lots" in Tiers II and III to be modeled in the PVA and included as a development impact in the HCP.

Analysis of Community Needs

Clarify Regulatory Status of Fences and Accessory Uses

The Master Plan needs to specify the appropriate locations for fences and accessory uses based on the HCP model. Appropriate design standards for fences within the planning area are already contained in the land development regulations and should be retained through the planning horizon.

Recommended Strategies and Actions

Strategy 8.1

Regulate the overall level of new habitat to be occupied by accessory uses and/or enclosed by fences over the next twenty years consistent with the level of habitat alteration contained in the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species.

Action Item 8.1.1: Regulate new fences as follows:

- a. Prohibit new fences on Tier I lands except for fencing of developed lots within Port Pine Heights and Kyle-Dyer Subdivisions and fencing required for safety purposes at any location to enclose the immediate impervious area of pools and tennis courts.
- b. Prohibit new fences in non-residential areas along U.S. 1.
- c. Permit new fences on developed canal lots and vacant canal lots that are contiguous to and serve a principal use within Tier II and Tier III and within Port Pine Heights and Kyle-Dyer Subdivisions. All fences shall be designed to meet adopted fence design guidelines for the planning area already contained in the land development regulations.
- d. Allow replacement of fences existing on the date this plan is adopted in their existing configuration.
- e. Do not consider fencing of developed property in Tier II or III (whether developed with principal or accessory uses) to have H impact additional to the development as modeled in the HCP as a reduction in K.

Action Item 8.1.2: Regulate new accessory uses as follows:

- a. Prohibit new accessory uses on Tier I lands except accessory uses located within Port Pine Heights or Kyle-Dyer Subdivisions and other areas with existing fenced yards.
- b. Permit new accessory uses to be located on the same parcel as the principal use within Tier II and Tier III lands and within Port Pine Heights and Kyle-Dyer Subdivisions. Do not consider accessory uses located on the same parcel as the principal use to have any H unit impact additional to the principal use.
- c. Permit new accessory uses on vacant lots contiguous to and serving a principal use within Tier II and Tier III lands and within Port Pine Heights and Kyle-Dyer Subdivisions. Consider new accessory uses located on vacant lots to impact H-Value.
- d. Allow for the replacement of existing accessory uses and/or for their relocation elsewhere on the same parcel for safety and security purposes.
- e. Continue to apply all other Comprehensive Plan and land development regulations regarding types, placement and other features of accessory uses.

Action Item 8.1.3: Monitor fence and accessory use allocations as specific proposals are received. At the point where these uses are expected to exceed the H budgeted, consider allocation of H from other categories as needed or consider modifying the regulations concerning these uses. Include this as a discussion item during presentation of the annual report and obtain Board of County Commissioners' approval prior to revising the H budget.

GOAL 9

Implement a land consolidation and acquisition system that provides fair, equitable and efficient compensation to land owners who are willing sellers on Big Pine Key and No Name Key.

Current Conditions Summary

The most challenging aspect of the Master Plan will be implementation of a coordinated and efficient system of compensation to land owners who wish to sell their parcels to the county. There are three basic levels of government land acquisition currently operating. At the federal level, the U.S. Fish and Wildlife may purchase lands authorized by their land protection program within the administrative boundaries of the refuge system. The entire planning area is included in the National Key Deer Refuge boundaries for purposes of acquisition. However, the federal government usually purchases property with wildlife habitat value that is either undisturbed or can be restored. This usually excludes platted subdivision lots in certain areas that do not lend themselves to management for conservation purposes.

The State of Florida participates in acquisition primarily through two programs: the Conservation and Recreational Lands (CARL) Program and the Florida Forever Program. CARL purchases are made within the authorized CARL boundaries while grant funding from the Florida Forever Program has been used by Monroe County in non-CARL areas county-wide to mainly purchase platted lots with relatively undisturbed habitat.

The Monroe County Land Authority conducts acquisition at the local level. The Land Authority may purchase properties outright and hold them but usually tries to resell or transfer them to some other entity that will accept the property for management purposes. For properties within the CARL boundaries, for example, the Land Authority may expedite purchases for willing seller owners who want to avoid the arduous state purchasing process. Then the county can resell the property to the state. For purposes of implementing the HCP and this Master Plan, the primary means of funding acquisition are anticipated to be existing state programs and the Monroe County Land Authority.

The HCP estimates the projected cost of land acquisition for mitigation at approximately \$6.8 million over the twenty-year life of the Incidental Take Permit. However, this estimate only covers the purchase of lands needed to mitigate H impacts at the ratio of 3 to 1 (acres preserved to acres impacted). The implementation of Smart Growth Initiatives and the Tier System through this Master Plan broadens the scope of acquisition to cover all vacant, private Tier I lands and probably most vacant, private Tier II lands within the planning area. Because we have established that there is a surplus of property in Tier III to accommodate development over the twenty-year horizon, there may eventually be a need to add some Tier III acquisition to the above cost.

To put this purchase cost in perspective, it is useful to know that the levels of development contemplated in this HCP and Master Plan are only slightly higher than the current comprehensive plan allows. Therefore the above cost is not purely a result of these processes because much of it already existed under the current plan. What changes under this plan is the focus of acquisition and the increased urgency to acquire especially sensitive Tier I lands.

Analysis of Community Needs

Provide Relief for Willing Sellers

There is a need to prioritize vacant Tier I properties based on habitat value for acquisition and to acquire these and other properties at a fair and reasonable price. Regardless of how zoning and permitting issues are handled, the level of development contemplated in the LCP/HCP process is only slightly higher than the current comprehensive plan allows. Therefore, there is a need to continue current acquisition efforts and to reprioritize and focus those efforts to conform with the new Master Plan.

Anticipate and Address Funding Needs

The above preliminary analysis gives some indication as to the level of funding needed to fully implement the HCP and this Master Plan. Further analysis is needed to anticipate acquisition costs and identify where county acquisition will be most effective. In addition, acquisition must be coordinated with existing state programs to encourage updating of those programs for increased support of the HCP and Master Plan.

Recommended Strategies and Actions

Strategy 9.1

Implement the Acquisition Strategy developed in Goal 1 making offers in 2003 to purchase those lands identified to have the highest priorities.

Strategy 9.2

Identify and pursue existing and new acquisition resources.

Action Item 9.2.1: Update Comprehensive Plan Policy 101.6.4 to encourage the FDCA to work at the state level for a dedicated acquisition fund for Tier I lands within the planning area based on results of the Carrying Capacity Study and the requirements of the anticipated ITP and HCP.

Action Item 9.2.2: Revise Policy 101.6.5 to add to item 3 the consideration of whether or not development on the subject property may adversely impact successful implementation of a Habitat Conservation Plan.

Action Item 9.2.3: Encourage the State of Florida to revise the CARL boundaries within the planning area to correspond with coverage of Tier I and Tier II lands as depicted on the Tier System Overlay Map for the purpose of prioritizing purchases.

Action Item 9.2.4: Create an environmental mitigation fee for new residences, non-residential floor area and institutional uses in order to ensure that development bears its fair share of the required mitigation under the anticipated ITP. The mitigation fee will be set to

cover at least 50% of the actual cost of acquiring mitigation land at the required 3 to 1 H in the HCP. The Board of County Commissioners will review and revise the amount of the mitigation fee on a yearly basis. The mitigation fee may also be used for management activities of acquired lands including fire management, invasive species control, restoration and monitoring. Affordable housing allocations will not be subject to the mitigation fee.

Action Item 9.2.5: Encourage the U.S. Fish and Wildlife Service to support the goals of the HCP by providing relief to property owners within the acquisition boundaries of the National Key Deer Refuge and continuing to acquire land with high H-value, even though federal purchases cannot be applied to the required mitigation.

Strategy 9.3

Identify and pursue existing and new means of retiring development rights.

Action Item 9.3.1: Amend the administrative relief and beneficial use provisions of the Comprehensive Plan and land development regulations to require purchase of land for Tier I applicants and to allow purchase or issuance of permits for Tier II and Tier III applicants, as appropriate.

Action Item 9.3.2: Encourage density reduction through lot consolidation especially on Tier II lands. Mechanisms may include conservation easements, tax relief, and accessory lot purchase mechanisms for privately owned, vacant land in Tier II and Tier III.

Action Item 9.3.3: As an alternative to direct purchase, evaluate and encourage the use of conservation easements, life estates and purchase/retirement of development rights from under-density developed parcels for the purpose of retiring development rights and providing tax relief.

Action Item 9.3.4: Track conservation easements placed on property as a part of the H tracking system. Enforcement of conservation easements shall be done by the Monroe County Growth Management Division.

Fiscal Implications and Anticipated Capital Improvements Projects

The primary fiscal impact of the Land Use and Redevelopment Element will be in the form of required acquisition funds to implement the HCP and this Master Plan. A minimum of \$6.2 million may be needed to implement the HCP and an additional \$44.5 million may be needed to implement the Master Plan.

Known capital facilities improvements within the planning area over the next twenty years include the expansion of the existing emergency response facilities, the installation of sewage treatment facilities, expansion of the existing library, and the development of major recreational facilities at the Mariner's Resort park site. The first three items were previously planned or mandated facilities and were not new community needs identified in the LCP process. The need for a major recreational facility was identified through the LCP and previous planning processes. It is projected to be completed by 2004 and it is estimated that the facility will cost approximately \$ 2.4 million to build (operating costs are not available at this time).

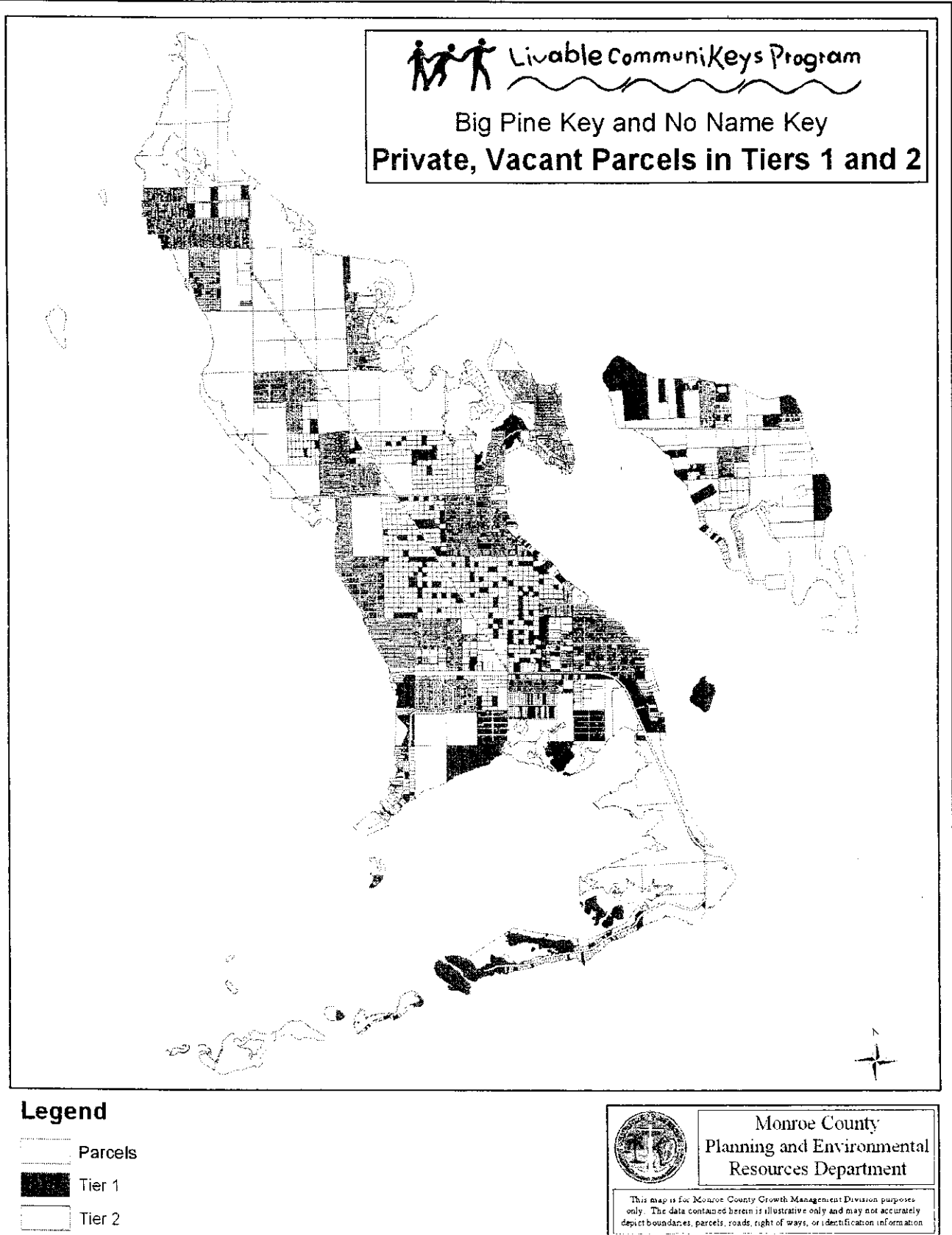
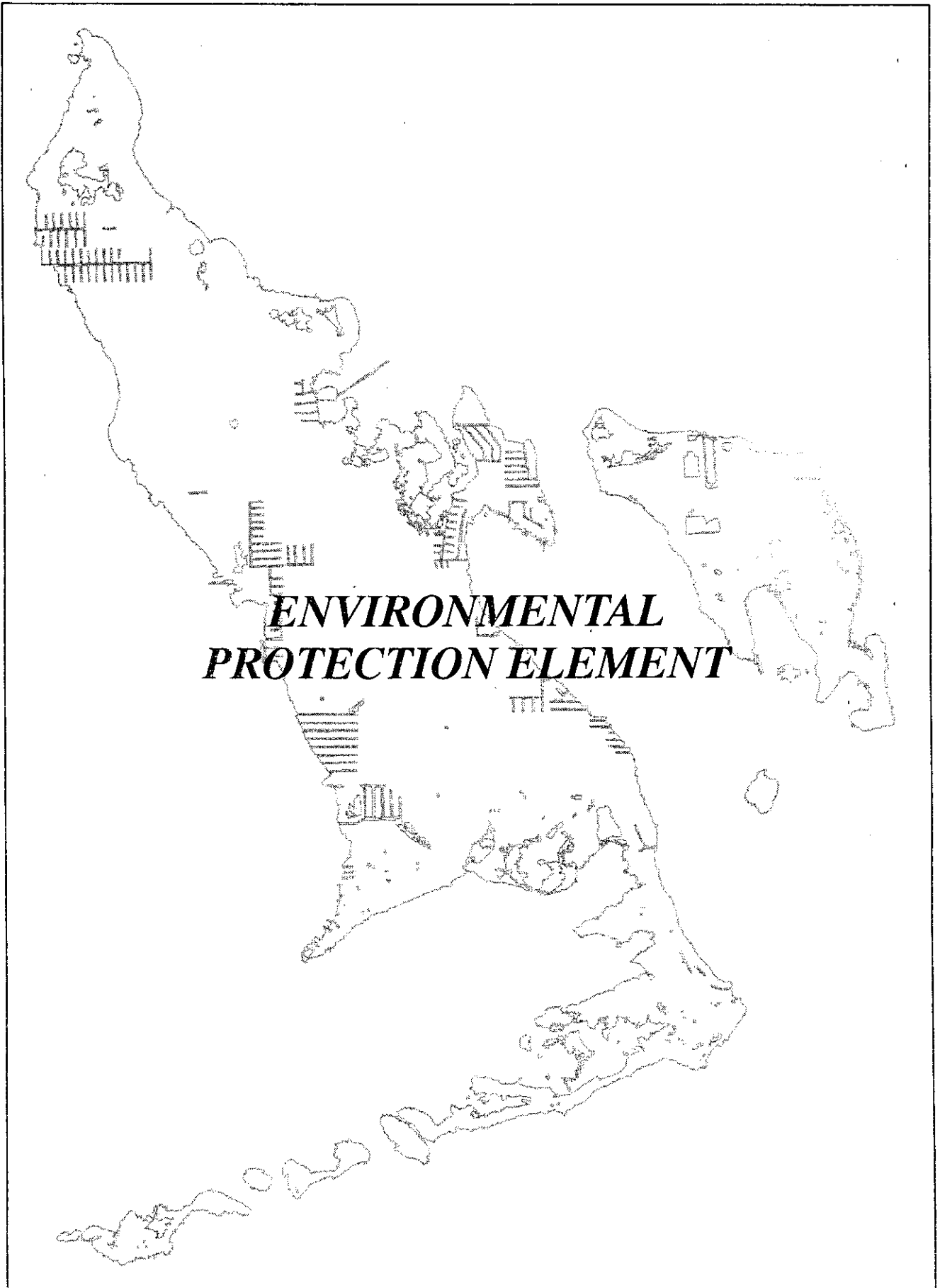


Figure 2.8 Private, undeveloped land within Tier I and Tier II.



GOAL 10

Protect and manage natural resources within the planning area in order to ensure continued viability and biodiversity of plant and animal life and to maintain compliance with the anticipated Incidental Take Permit (ITP).

Current Conditions Summary

Environmental protection within the planning area has primarily been implemented to date using the following mechanisms: existing environmental design criteria in the land development regulations, discouragement of development of environmentally sensitive areas through the ROGO point system and acquisition of habitat. The HCP and Master Plan strategies will primarily change the second mechanism with the addition of the Tier Map Overlay. With this new system comes an accelerated acquisition program. Monroe County has anticipated this trend county-wide and must contemplate being in the position of holding more and more land, either temporarily until it can be resold, or permanently. With this increased land ownership comes the need for constant attention to land management issues. In 2001 Monroe County hired a full-time land steward to address management issues on county lands. Prior to that, there was no dedicated land management framework within county government.

Due to its environmental sensitivity and biodiversity the planning area has received the attention of numerous conservation land management entities. Those operating within the planning area at present include the U.S. Fish and Wildlife Service (FWS, Florida Keys Refuges), Monroe County and two private non-profit organizations, The Nature Conservancy (TNC) and the Florida Keys Environmental Restoration Trust Fund (FKERTF, National Audubon of Florida, Trustee). Of the latter two, TNC is a land owner in the area. The FKERTF performs habitat restoration and management activities on publicly owned lands in the area. The State of Florida is a major land owner in the area but through a cooperative agreement, turns management of lands they acquire over to the FWS.

All of these entities, with the exception of Monroe County have been engaging in natural resource land management activities within the planning area for many years and all have focused on management of undisturbed habitat or habitat that can be restored. Traditional habitat management within the planning area usually includes the following activities: land protection (i.e., from dumping, roaming domestic animals, poaching, etc.), eradication of invasive exotic vegetation, habitat restoration through removal of disturbed areas, and controlled burning of pinelands. These activities are best suited to unpopulated or sparsely populated areas. Until recently most agencies have generally avoided the acquisition of platted, improved subdivision lots, whether they contained natural habitat or not.

The application of management activities to subdivision lots brings a suite of additional tasks, the most important of which is coordination with neighboring land owners. The amount of work needed to manage small fragmented subdivision parcels has made the cost-benefit ratio seem less attractive in the scheme of a management program that covers thousands of acres. After all, the primary purpose for acquisition of many of these lots has been to prevent additional development impacts on wildlife and biodiversity within the planning area. Once a lot is acquired however, the land-owner is responsible for its management compatible with resource conservation goals and with the surrounding neighborhood. Over the last few years, the FWS has begun to shoulder responsibility for management of many of these lots within priority areas. The FWS through a cooperative agreement with Monroe County manages many county-owned subdivision lots.

The population viability analysis of the Key deer demonstrates that the remaining hammocks and pinelands within the planning area have very high habitat value for the deer. Development of these habitats is currently discouraged mainly through the Rate of Growth Ordinance (ROGO) point system. Because the Tier System Overlay Map is based upon the H of parcels, hammocks and pinelands have already been mapped as Tier I "Natural Lands."

The submitted HCP greatly limits the clearing of native habitat. Limited clearing is only permitted on parcels to be developed for residential purposes or for local road widening. The total cumulative amount of clearing permitted over the 20-year period of the HCP is no more the .2 percent of the current extent of native habitat (a total of 7.1 acres) and no more than 20% of any individual lot with native habitat for wildfire prevention purposes only.

Analysis of Community Needs

Habitat Management Implementation

There is a need to plan for organized habitat management of lands acquired for conservation purposes that will meet the requirements of the HCP. The county has not traditionally engaged in natural lands management in the past and has only recently dedicated one employee position to this activity. Therefore, efficient habitat management will likely be accomplished through heavy coordination with existing management entities operating within the planning area. There is a need to anticipate future management needs based upon habitat acquisition goals and to determine how the county will handle expanding management responsibilities. There is a further need to organize completed annual management activities into report form to fulfill HCP mandates.

HCP Compliance Reporting

There is a need to coordinate all of the activities contained in the HCP and produce an annual report of their status. These activities include the compilation of H units permitted and purchased as described in the Land Use and Redevelopment Element, and the minimization and mitigation measures described throughout the HCP. Many of these measures involve habitat management activities.

Protection of Hammocks and Pinelands

All remaining hammocks and pinelands are included in Tier I on the Tier System Overlay Map. Further protection is needed for parcels that may be developed. The HCP limits further clearing of hammocks and pinelands to no more than 20% and the preferred land use scenario modeled in the PVA included very little new clearing of pinelands and hammocks. Therefore, all of these habitats within the planning area should be classified as automatic high quality due to their high wildlife habitat value.

Comprehensive Plan Consistency

Policies in the comprehensive plan specifically aimed at protection of unique habitat and wildlife communities on Big Pine need to be updated.

Recommended Strategies and Actions

Strategy 10.1

Revise policies in the comprehensive plan specifically aimed at protection of unique habitat and wildlife communities in the planning area.

Action Item 10.1.1: Delete policies 207.7.5, 207.7.7, 207.7.9, 207.7.10, 207.7.11, and 207.7.17 from the Conservation and Coastal Element of the Comprehensive Plan. These policies cover habitat and wildlife protection issues that either have been fulfilled since the policies were written, or are addressed as part of the HCP as implemented in this Master Plan.

Action Item 10.1.2: Amend existing habitat analysis policies and regulations to add all hammocks and pinelands located within the planning area (on Big Pine Key and No Name Key) to the "Automatic High Quality" category with corresponding open space ratios applied.

Action Item 10.1.3: Limit any clearing of native habitat on parcels to be developed for residential purposes or for local road widening. The total amount of clearing permitted over the 20-year period is no more than .2 percent of the current extent of native habitat (7.1 acres) and no more than 20% of any individual lot with native habitat (for wildfire prevention purposes only).

Strategy 10.2

Formulate and carry out a plan for habitat management of lands acquired for conservation purposes to meet the goals of this Master Plan and the HCP.

Action Item 10.2.1: Offer any lands acquired for conservation purposes to the FWS for management under the refuge system. Terms of offer, ownership and management arrangements are to be worked out on an individual parcel basis and will not be limited by this plan.

Action Item 10.2.2: Work with land managers of the FWS, state and non-governmental organizations to formulate a coordinated land management system for the planning area.

Action Item 10.2.3: Identify and prioritize conservation lands under county ownership and management for implementation of management activities. Anticipate future management needs based upon the projected acquisition of properties required to implement the HCP and this Master Plan.

Action Item 10.2.4: Based on interagency goals formulated pursuant to Goal 4, Strategy 4.2, Action Item 4.2.2, formulate management objectives for specific habitats and locations within the planning area on conservation land under county ownership and management.

Action Item 10.2.5: Identify and prioritize management activities such as fence removal, trash removal, invasive exotic vegetation control, invasive exotic animal control, control of free-roaming domestic pets, controlled burning and habitat restoration.

Action Item 10.2.6: Monroe County shall restore, where practicable, disrupted wetland and native upland vegetation systems on County-owned public lands on Big Pine Key and No Name Key in order to improve Key deer habitat.

Action Item 10.2.7: Use a GIS database for continual tracking and update of management activities and for HCP reporting of management activities. Coordinate this as appropriate with the existing GIS management database used by FWS.

Action Item 10.2.8: The status of management activities shall be organized into report form annually to fulfill HCP mandates.

Strategy 10.3

Coordinate all of the required activities contained in the HCP and produce an annual report of their status. Present the report annually to the Board of County Commissioners, ITP applicants and the public prior to submission to the FWS.

Action Item 10.3.1: Combine tracking of H permitted and H acquired as outlined in the Land Use and Redevelopment Element using a GIS-based system. Compile tracking results for presentation in the annual report.

Action Item 10.3.2: Track and compile annually all management activities and other minimization and mitigation activities carried out in fulfillment of the HCP and present this information in the annual report.

Action Item 10.3.3: Conduct annual formal coordination with the other ITP applicants and other management entities working within the planning area to coordinate management activities and exchange information. In the annual report, provide a summary of relevant management efforts being conducted by others such as monitoring of the Key deer population by the FWS refuge office.

Fiscal Implications and Anticipated Capital Improvement Projects

The HCP anticipates acquisition of approximately 300 acres of Tier I lands over the twenty-year planning horizon to satisfy mitigation requirements. The HCP further estimates the management costs of Tier I lands acquired for mitigation to average approximately \$1,000 per acre per year for the first two or three years of management, after which time costs should decrease to approximately \$100/acre/year. Management of mitigation lands is therefore projected to cost approximately \$1.27 million over the twenty-year horizon. Further analysis of the cost is needed to confirm the per unit cost of management for land in all Tiers and to add the projected acquisition that will be needed to implement the Master Plan requirements over and above the HCP requirements.

GOAL 11

Protect the quality and quantity of water in the freshwater lens systems on Big Pine Key and No Name Key so as to preserve ecosystems dependant upon fresh water.

Current Conditions Summary

The entire habitat, wildlife assemblage and the unique character of the historic and current human community in the planning area are all based on the presence of the freshwater lenses on Big Pine Key and No Name Key. The lenses exist as two major underground basins of fresh water with ground surface expression in the form of freshwater sloughs through the center of the island and numerous freshwater solution holes and ponds scattered throughout the area. Much of the freshwater slough habitat was acquired during the 1990s as part of the South Florida Water Management District's (SFWMD) Save Our Rivers (SOR) project in which the special hydrology of the area was recognized. Ownership of all lands acquired during the SOR project have since been transferred from the SFWMD to the Florida Department of Environmental Protection (FDEP) to be added to the CARL project.

The county conducted a working group planning study of the lens pursuant to Comprehensive Plan requirements. Mainly as a result of that study several consumptive wells were phased out on Big Pine Key with the provision of potable water by the Florida Keys Aqueduct Authority (FKAA). Also, a monitoring system was set in place as a cooperative effort of the SFWMD and the FWS.

Analysis of Community Needs

Continue to Monitor the Lens.

The SFWMD has installed monitoring wells throughout Big Pine Key for use by the FWS in monitoring the water quality and the surface and depth extent of the freshwater lens. A GIS map of the lens would be very useful for land use planning and design purposes.

Consumptive Well Prohibition and Phase-Out.

The phase-out of consumptive wells on Big Pine Key is to be a continuing management activity to be credited towards minimization of impacts on wildlife, especially the Key deer, under the HCP. Policies in the comprehensive plan specifically aimed at protection of the freshwater lens on Big Pine Key need to be reemphasized in this Master Plan.

Extractive Mining Regulations.

The Year 2010 Comprehensive plan restricts extractive mining operations to the conditions set forth on individual permits. No new operations or expansion of existing operations is permitted. All extractive operations are required to submit the following documentation to ensure the protection of ground water resources: a storm water management plan, soil erosion and sedimenta-